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ABSTRACT

This guide discusses the purposes as well as priorities and potential of the Exemplary Programs and Project Section of the 1968 amendments to the Vocational Education Act, describes considerations in developing exemplary programs at all educational levels, and suggests administrative strategies for program and project implementation. Some major recommendations are: (1) Special attention should be given to the vocational needs of noncollege bound high school graduates, dropouts, and handicapped youth, (2) Vocational education should be structured as a developmental and sequential process from elementary through postsecondary and adult vocational programs, (3) Schools should assume responsibility for all students until they successfully make the transition from school to work, (4) Guidelines for programs and projects should be student centered, and (5) Responsibility for the administration of exemplary programs should include the functions of priority determination, consultation, management, coordination, and dissemination. (Author/SB)

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A GUIDE FOR THE DEVELOPMENT, IMPLEMENTATION, AND ADMINISTRATION OF EXEMPLARY PROGRAMS AND PROJECTS IN VOCATIONAL EDUCATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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ABSTRACT

This volume is intended as a guide for the development and implementation of exemplary programs and projects to be funded under Part D of the 1968 Amendments to the Vocational Education Act. Content for the guide is drawn from papers presented by consultant-speakers to the National Conference on Exemplary Programs and Projects, from ideas discussed at nine regional conferences on the same subject, and from the independent research of the writers.

The guide discusses the purposes, priorities, and potential of the Exemplary Programs and Projects Section; it calls attention to certain basic considerations for the development of programs and projects which are truly exemplary; and it suggests administrative strategies for implementing such programs and projects and for encouraging their widespread adoption.

INTRODUCTION

Rarely has an educational program had more of an opportunity to innovate and to demonstrate promising models than has vocational education in America today. This golden opportunity has been provided by the high risk capital offered to state and local education systems through the Exemplary Programs and Projects Section of the 1968 Amendments to the Vocational Education Act. The concern of the U. S. Office of Education, Division of Vocational-Technical Education, for the maximum utilization of funds allocated to this section led them to sponsor a series of efforts aimed at assisting the states to develop and implement *truly* exemplary programs and projects. One national conference and nine regional conferences were sponsored in behalf of this effort. This guideline document represents a further effort to assist in the planning, implementing, and administering of exemplary programs and projects.

This guide examines the purposes, priorities, and potential of the Section; calls to the reader's attention basic considerations in the development of exemplary programs and projects; and offers numerous recommendations for planning, administering, and extending the effects of such programs and projects. Much of its content was gleaned from contributions made to the national and regional conferences by both consultants and participants.

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CHAPTER I

Purposes, Priorities, and Potential

Purposes

The Exemplary Programs and Projects Section of the 1968 Amendments to the Vocational Education Act of 1963 clearly demonstrates the strong commitment of Congress to the vocational development of America's youth. The relatively large allocation of funds to vocational education comes at a time when Congress is aborting certain programs and threatening to emasculate others. This open door to the extension of vocational programs demonstrates the nation's conviction that education for life must include preparation for work.

In its progression from a simple to an exceedingly complex society, our nation has virtually eliminated the traditional means by which adolescents become working adults. In the past, youth were constantly surrounded by and early involved in work. However, with the passing of agrarian culture and the small factories and businesses within the home, *work as an activity* became increasingly less omnipresent until now it is chiefly an activity engaged in behind fences and brick walls. The need to validate one's worth through gainful employment has served this country well, and the nation's responsible leaders are looking to vocational education to perpetuate habits of industry and attitudes of social responsibility which accompany mature citizenship.

The explicit purposes of this Exemplary Programs and Projects Section of the Amendments are (1) *to identify effective on-going programs which can serve as models for improving the vocational education of students at all levels, and* (2) *to stimulate interest in and provide the means for creating new, more efficient and effective methods for providing job preparation needs.* The Section challenges educators to integrate more effectively those proven elements of vocational education with the total school effort in order to render school experiences more meaningful for all students. It further challenges vocational educators to crack the shell of traditional practice and come up with new, creative ways of meeting the needs of work oriented youth.

It is intended that exemplary programs become a part of the regularly funded vocational program. A three year limitation on financial assistance for such programs and projects was established in order to encourage local funding. It is necessary, however, to furnish the schools with "high risk" capital in order to encourage the development of programs shelved in the past because funds were absorbed into regular programs. Thus, this Section offers an opportunity to provide appropriate programming for students from subpopulations currently being denied meaningful school experiences.

Clearly, Congress intended the Exemplary Programs and Projects be interpreted comprehensively in scope, focus, level, and setting. The *scope* of such programs could include orientation and exploration, development of work habits and attitudes, acquisition of job skills, and the improvement of teacher competencies. The *focus* of such programs include all students, but special emphasis must be given to noncollege bound youth and more particularly to youths with academic, socio-economic, or other handicaps. Exemplary programs and projects can be established at all *levels* of education—elementary, junior high, senior high, and post-secondary—and may be directed to both in-school and out-of-school youth. The setting may remain within the confines of the school or may extend beyond to other community agencies and institutions.

Priorities

Highest priority is placed upon the overall effort to ". . . reduce the continuing high level of youth unemployment by developing means for giving the same kind of attention as is now given to the college preparation needs of those young persons who go on to college and to the job preparation needs of the two out of three young persons who end their education at or before completion of the secondary level." The effort should discover ". . . new ways to create a bridge between school and earning a living for young people who are still in school, who have left school either by graduation or by dropping out, or who are in post-secondary programs of vocational preparation."[1] The Section specifically mentions certain kinds of programs which would be considered especially appropriate:

> those designed to acquaint elementary and secondary school students with the broad range of occupations for which special skills are required and the requisites for careers in such occupations;
>
> programs or projects for students providing educational experiences through work during the school year or during the summer;

[1]United States, 90th Congress, Public Law 90-576, Washington, U. S. Government Printing Office, 1968, p. 17.

programs or projects for intensive occupational guidance or counseling during the last years of school and for initial job placement;

programs or projects designed to broaden or improve vocational education curricula;

exchanges of personnel between schools and other agencies, institutions, or organizations participating in activities to achieve the purposes of this part, including manpower agencies and industry;

programs or projects at the secondary level to motivate and provide a part-time basis for the purpose of increasing their educational attainment;

programs or projects at the secondary level to motivate and provide preprofessional preparation for potential vocational education teachers.[2]

Potential

Perhaps for the first time ever, vocational education has been given a free hand at designing innovative and creative programs to impact the entire system of education. Vocational education can now attempt to do for the urban poor what it has done for many of the rural poor in years past. It is challenged to join the mainstream of the educational effort and eliminate the artificial separation between general and vocational education. It can now make a serious attempt at providing both general and vocational aspects of education to all students.

The potential of the Section will depend in part upon the yearly appropriations of Congress. Funding authorization for this Section indicates the current importance with which Congress views exemplarly programs and projects.

$15 million	June 30, 1969
$57.5 million	June 30, 1970
$75 million	June 30, 1971
$75 million	June 30, 1972

The potential of the Section will also depend upon the quality of planning performed at the national, state, and local levels. Fifty percent of funds appropriated will be retained by the Commissioner of Education and may be granted to state boards or local boards of education or other organizations, and 50 percent may be granted to local education agencies and to private and nonprofit agencies by the state boards of education.

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[2] *Ibid.*, p. 18.

Effective planning and administration will be vitally necessary at each level if the Section is to be maximally effective.

Fulfilling the potential of this Section is no small task; however, the greatest barrier to its accomplishment lies within ourselves. Like Pogo, "We have met the enemy, and he is us." Our shortsightedness, our fears of mixing it up with general educators, our unwillingness to experiment, to innovate, to check for relevancy—these characteristics must be abandoned in favor of a reasonable adventurism. We must be willing to face the insecurity that accompanies change. We must cease to turn inward to the neat structure that we have so well conceived; cease to accelerate when we fear we have lost our direction; cease to offer only outworn responses as solutions to new problems. Instead, we must engage in dialogue with the entire educational community; we must evaluate our programs, separate the wheat from the chaff, and present our wares upon the open market for the scrutiny of all.

Armed with confidence in the tremendous value of our programs, we must turn outwardly to other segments of the school in an effort to render school experiences more meaningful as career development emphases become stressed. The 1968 Amendments have thrown down the gauntlet to vocational educators. For years we have hidden behind the excuse which limited funds offered us. Now we are being challenged to "do our thing," to show our hardware, to make our dreams reality, in short, to come up with the truly exemplary programs and projects.

Conclusions and Recommendations

1. The Exemplary Programs and Projects Section provides a means for extending the effects of proven programs to other students and a means for creating new approaches to the vocational needs of all students.
2. Congress intended these programs to become an integral part of regularly funded vocational programs after the expiration of the three year federal funding period.
3. The Section gives the educator a free hand in devising programs which are comprehensive in regard to scope, focus, educational level, and setting.
4. Special attention should be given to the vocational needs of noncollege bound high school graduates, early school leavers, and handicapped youth.
5. Programs should attempt to influence the entire school curriculum at all levels for maximum impact.

CHAPTER II

Considerations In Developing Exemplary Programs

For large numbers of American youth, the public school system represents a maze of meaningless activity leading nowhere. They fail to see any relationship between their current school experiences and some identifiable *next step* beyond school. Such a view is especially common to the large percent who do not go on to higher education. Education at any level should be evaluated in terms of the extent to which students are prepared for, and are assisted in taking, *the next step*.

The prolonged period of dependency required of today's youth by certification requirements and union regulations intensifies the feeling of uselessness and alienation which many youth experience as a result of their school experiences. Many youth have limited contacts with work role models from which they might pattern their behavior and aspirations. With the passing of the guilds, farm work, and small businesses within the home the sight of formal work has become farther and farther removed from the lives of modern youth. Perhaps the school is the single most appropriate agency for systematically preparing youth to enter the world of work. Such a systematic effort should help to bridge what many youth see as a "credibility gap" between the announced purposes and the actual outcomes of public education.

Since work is the next step for nearly 60 percent of the nation's high school youth, transition from school to work is too important to be left to chance. Work-bound youth need at least as much assistance as college-bound youth; indeed, the immediate alternatives available to them are in some respects broader and more complex.

The school must do more than match student and employer. The school must assume responsibility for assisting a student in the clarification of his goals; providing him with knowledge about the labor market; helping him in evaluating his qualifications and abilities in terms of job opportunities; assisting him in developing the flexibility needed for adjusting to a fluctuating society; providing him with appropriate preparation for entering a

job; and providing special assistance to many students to help them maintain employment and move up from dead-end entry level jobs.

The goals of career development are sufficiently broad and expansive to preclude their accomplishment by any single worker however well trained. Such goals frequently include: (a) helping the student to view himself as a worthwhile person; (b) assisting the student to experience success in his own eyes; (c) assisting the school in providing *meaningful* experiences for all students; (d) helping the student to consider, understand, and assess the values of a work oriented society; (e) assisting the student to develop an appreciation of his own talents and interests; (f) helping the student to make appropriate choices from the widest possible range of alternatives available; (g) helping the student to formulate plans for implementing decisions which he has made; (h) helping the student to accept personal responsibility for such decisions; and (i) providing the student with the kind of education that will prepare him to implement the decision he has made. The herculean nature of this task is compounded by the sagging self-concepts of slum children; the limited range of experiences, work and otherwise, available to minority group and rural students; and the increasingly crowded conditions within urban schools. The attainment of these ambitious goals will require the active support of personnel both inside and outside the school.

Organizing The School Around A Career Development Theme

The more promising programs and practices of vocational education must be fused with the broader curriculum and with the guidance program of the school to facilitate the student's career development and acquisition of other skills and understanding. Exemplary programs and projects should be designed to influence and involve the total school in the creation of an environment wherein all students do in fact acquire skills, knowledge, understandings, and attitudes necessary for career development. The entire education process, including vocational education, is currently failing to provide an appropriate educational experience for nearly one half of the school population. *One way of rendering school experiences more relevant to the needs of large numbers of students, if indeed not all students, is to organize the school around a career development theme.*

There are other concerns such as the proper use of leisure time and the establishment of sound interpersonal relationships which also should be stressed throughout the school experience. The effort to infuse the curriculum and the guidance program with career development interests is not intended to preclude concern for these other important aspects of life.

If the college choice can be seen as something other than an end in itself, as an intermediate step in career development, then it is safe to say that all students need help with career development. Not only do students need such help, they want it! Studies which examine the elementary and secondary student's concern for his career development repeatedly conclude that he is strongly interested.[3] Efforts to demonstrate the relationship between courses of study and the world of work are likely to render the teaching of such subjects more relevant to student interests. Six assumptions underlie this effort to develop the school around a carer development theme:

vocational education is the right of everyone who can profit from it, and it is the responsibility of the school to provide it;

vocational education, like general education, is a responsibility of the total school and cannot be limited to a single discipline or department;

vocational education programs can be developed which serve as non-blocking career ladders, and they can be planned to be consistent with the goals of both general and vocational education;

vocational education should be a continuous process from early childhood throughout life;

vocational education provides more opportunities than other aspects of education for youth to perform adult work roles which are essential to promoting the career development of youth;

vocational education experiences can serve as a vehicle for teaching basic academic skills to those youth whose learning activities are less appropriate for highly abstract learning experiences.

Concern for career development *cannot be a one-shot approach that takes place at the junior or senior high level.* It is too late when the student reaches the point of making the transition from school to work. Career development should be conceived of as a pyramid offering a broad base of exploratory experiences at the elementary and junior high school levels and gradually narrowing to a decision point as the student acquires appropriate preparation for his next step beyond school. Such a *vocational development theme could serve as a common thread to unify the educational effort at all levels.* The National Advisory Council[4] suggested certain desirable characteristics of a vocational-developmental curriculum.

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[3]Campbell, Robert E., "Vocational Guidance in Secondary Education: Selected Findings of a National Survey Which Have Implications for State Program Development." Paper presented at the National Conference on Vocational Guidance: Development of State Programs, U. S. Office of Education, Washington, D. C., January 16-18, 1968.

[4]Advisory Council on Vocational Education, Vocational Education—*The Bridge Between Man and His Work*, Highlight and Recommendations from the General Report Publication, Washington, D. C.: U. S. Office of Education, 1968.

Occupational preparation should begin in the elementary schools with a realistic picture of the world of work. Its fundamental purposes should be to familiarize the student with his world and to provide him with the intellectual tools and rational habits of thought to play a satisfying role in it.

In junior high school, economic orientation and occupational preparation should reach a more sophisticated stage with study by all students of the economic and industrial systems by which goods and services are produced and distributed. The objective should be exposure to the full range of occupational choices which will be available at a later point and full knowledge of the relative advantages and the requirements of each.

Occupational preparation should become more specific in the high school, though preparation should not be limited to a specific occupation. Given the uncertainties of a changing economy and the limited experiences upon which vocational choices must be made, instruction should not be overly narrow but should be built around significant groupings of occupations or industries which promise expanding opportunities. All students outside the college preparatory curriculum should acquire an entry level job skill, but they should also be prepared for post-high school vocational and technical education. Even those in the college preparatory curriculum might profit from the techniques of "learning by doing." On the other hand, care should be taken that pursuit of a vocationally oriented curriculum in the high school does not block the upward progress of the competent student who later decides to pursue a college degree.

Occupational educaton should be based on a spiral curriculum which treats concepts at higher and higher levels of complexity as the student moves through the program. Vocational preparation should be used to make general education concrete and understandable; general education should point up the vocational implications of all education. Curriculum materials should be prepared for both general and vocational education to emphasize these relationships.

Some formal post-secondary occupational preparation for all should be a goal for the near future. Universal high school education is not yet achieved but is rapidly approaching reality.

Activities selected to promote career development should reflect the developmental needs of students at different age levels. For this purpose Havighurst's concept, *developmental task*, is most promising. He has defined a *developmental task* as ". . . a task which arises at or about a certain

period in the life of the individual, successful achievement of which leads to happiness and success with later tasks, while failure leads to unhappiness in the individual, disapproval by society, and difficulty with later tasks."[5] He has identified stages of vocational development along with developmental tasks associated with each stage. Listed below are his stages along with developmental tasks associated with stages I and III to serve as examples.

Stages of Vocational Development	*Ages*
I. *Identification with a Worker*	5 - 10

Father, mother, other significant persons.

The concept of working becomes an essential part of the ego-ideal.

Principal Developmental Tasks of Middle Childhood:

1. Developing fundamental skills in reading, writing and calculating.
2. Learning physical skills necessary for ordinary games.
3. Learning to get along with age-mates.
4. Learning an appropriate masculine or feminine social role.
5. Developing concepts for everyday living.
6. Developing conscience, morality, and a scale of values.
7. Achieving personal independence.

II. *Acquiring the Basic Habits of Industry* 10 - 15

Learning to organize one's time and energy to get a piece of work done. School work, chores.

Learning to put work ahead of play in appropriate situations.

III. *Acquiring Identity as a Worker in the Occupational Structure* 15 - 25

Choosing and preparing for an occupation.

Getting work experience as a basis for occupational choice and for assurance of economic independence.

Principal Developmental Tasks of Adolescence:

1. Achieving new and more mature relations with age mates of both sexes.
2. Achieving a masculine or feminine social role.
3. Achieving emotional independence of parents and other adults.

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[5]Havighurst, R. J. *Human Development and Education*. New York: Longmana, Green and Co., 1953, p. 2.

4. Achieving assurance of economic independence.
5. Selecting and preparing for an occupation.
6. Acquiring a set of values and an ethical system as a guide to behavior.
7. Preparing for marrying and selecting a mate.
8. Starting a family.
9. Getting started in an occupation.

IV. *Becoming a Productive Person* 25 - 40
Mastering the skills of one's occupation.
Moving up the ladder within one's occupation.

V. *Maintaining a Productive Society* 40 - 70
Emphasis shifts toward the societal and away from the individual aspect of the worker's role. The individual sees himself as a responsible citizen in a productive society. He pays attention to the civic responsibility attached to his job. He is at the peak of his occupational career and has time and energy to adorn it with broader types of activity. He pays attention to inducting younger people into stages III and IV.

VI. *Contemplating a Productive and Responsible Life* 70 +
This person is retired from his work or is in process of withdrawing from the worker's role. He looks back over his work life with satisfaction, sees that he has made his social contribution, and is pleased with it. While he may not have achieved all of his ambitions, he accepts his life and believes in himself as a productive person.[6]

Information of the type Havighurst has furnished us should help in determining the nature of a career development activity at a given educational level. One could infer from such conceptualization that the school experiences aimed at vocational development should look something like the following.

Nature of Vocational Experiences	*Educational Level*
I. Informational and orientational	Elementary
II. Orientational and exploratory	Middle school
III. Exploratory and preparational	Senior high or college
IV. Upgrading and retraining	Continuing education

[6]Havighurst, Robert J. "Youth in Exploration and Man Emergent." *Man in a World at Work* (Henry Borow, Ed.). Boston: Houghton-Mifflin Co., 1964. Chapter 10, p. 216-224.

The school must not only provide an opportunity for the expression of personal characteristics important to career development, it must deliberately set out to develop them. Development of personal characteristics must not be left to happenstance. A series of exposures to career development-oriented activities adapted to the developmental level of children and youth around which the different subject matter fields are related will have an impact that isolated, compartmentalized, random experiences can never have. This is what is meant by a curriculum developed around a career development theme—a curriculum which has considered the importance of career development and has carefully provided well articulated experiences at all levels to foster it. In addition, these experiences have been used as a vehicle in making relevant other aspects of the school program.

What is explicitly *not* being recommended is a separate vocational tract to begin earlier than the present one. Indeed, results stemming from current vocational tracking have proven somewhat unsatisfactory since they are often offered the student in lieu of general education. Students have been arbitrarily separated into supposedly homogeneous categories for each category has been seen as mutually exclusive. As a result, vocational education has been viewed as a second class alternative for those with low verbal skills or for those with technician interests rather than as a necessary part of the education of all students. Many vocational students and vocational educators have become defensive about their alleged inferior status, have increased their isolation and have tied themselves to training experiences rigidly defined by time and content. Consequently, many students who desperately need what vocational education can offer have been blocked from their access.

The curriculum must provide for free movement between the academic and vocational aspects of education. The criteria for such movement should include the student's needs, interests, readiness, and motivation. The complexity of modern living suggests the dire necessity for all students to gain the benefits of a broad, general education. However, for many students this general preparation loses much of its meaning when he fails to see a practical application for it. What is needed is an educational system which provides broad, general training around practical needs such as vocational development, satisfying human relationships, and the proper and creative use of leisure time. A program combining such threads in a sequential integrated manner would be exemplary indeed!

Nature, Objectives, and Activities For Career Development

Little has been done to develop prototypic models for integrating the academic and vocational aspects of the curriculum and guidance at various levels. The elements of past efforts have remained largely fragmented and unsynthesized. This section is concerned with a discussion of the nature and objectives of career development activities at the elementary, junior high, and senior high school levels and with existing program designs which illustrate innovative ways in which the school can be organized around a career development theme. Information in this section has been related to presumed vocational development readiness stages drawn from vocational development theory.

Elementary School Level

As suggested in this guide, the career development program at the elementary school level should be informational and orientational in nature. The effort should be directed toward expanding the student's awareness of self and of the occupational structure. More specific objectives toward which career exploration programs should be directed are given as follows.

First, students learn to know themselves in their immediate environment and begin to relate to the broader environment beyond the family and school.

Second, students develop identifications with workers, fathers, mothers, or other significant persons.

Third, students acquire simple manual and mental skills in the performance of a number of work tasks.

Fourth, students at the upper elementary level become aware of factors that may have an impact upon their future.

Fifth, students acquire satisfactions in the task of learning itself.

Sixth, students learn to get along and work with peers.

There is little question that a career development program at this early level can be effective if it is geared to the readiness of elementary children. Goff[7] demonstrated in two socio-economically different elementary schools that measurable improvement in vocational knowledge, level of occupa-

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[7]Goff, William H. "Vocational Guidance in Elementary Schools, A Report of Project P.A.C.E." Paper presented at the American Vocational Association Convention, Cleveland, Ohio, December 6, 1967.

tional aspiration and realistic occupational choice can be attained through a planned vocational guidance program. Wellington and Olechowski[8] found that eight-year-olds could be taught, through an organized guidance program, respect for other people and the work they do, the advantages and disadvantages which occupations have for the worker, and some of the interdependent relationships of workers.

Kabach[9] has suggested that ". . . the younger the child the greater the interest in the actual job performance itself. Most children are natural born actors; they want to act out in order to understand what it feels like to be a carpenter or a ball player." Her observation suggests the appropriateness of dramatizations, role playing, and simulation games at this level. These action oriented activities appeal to the concrete nature of the conceptualization of elementary children and furnish them a thoroughly enjoyable means of gaining vocational information. Other appropriate activities include films, displays, field trips, and visits to the classroom by occupational role models representing a wide variety of occupational areas and levels. Special care should be exercised to acquaint children with jobs representative of the entire occupational array since past efforts have seriously slighted lower level occupations, the very level at which many children will later work.

The career development program at the upper elementary school level should continue earlier efforts to encourage self exploration and understanding of the world of work. Simple work simulation experiences should prove helpful to students in acquiring effective time organization patterns, good work habits, and cooperation with others. The duties which students typically perform in the classroom, in the principal's office, and around the school grounds can be organized to provide role playing experiences.[10] Perspective employees (the students) would apply for work, be interviewed and perhaps hired, depending on their qualifications for the job. If hired, they would work under supervision similar to that which they could expect on the job.

The establishment of a "career orientation laboratory" in the elementary school could serve to accomplish career development objectives and to reinforce learning in other subject matter fields. Such a laboratory should contain sufficient equipment to allow students an opportunity to perform a number of simulated work tasks in broad occupational areas. Activities

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[8]Wellington, J. A. and Olechowski, N. "Attitudes Toward The World of Work in Elementary School," *Vocational Guidance Quarterly*, Vol. 14, No. 3, Spring 1966, 160-162.

[9]Kabach, Goldie Ruth, "Occupational Information for Groups of Elementary School Children," *Vocational Guidance Quarterly*, Spring 1966. Vol. 14, No. 3, 163-168.

[10]Leonard, G. E. and Stephens, E. Elementary school employment service. *The Vocational Guidance Quarterly*, 1967, *16*, 13-16.

should be sequentially organized from K-6 to accomplish specific career development objectives and to serve as the basis for the teaching of other subjects. The Technology for Children Project being conducted by the New Jersey State Department of Education contains most of the elements being proposed here.

Junior High School

The career development program at this level should provide activities and experiences which would enhance self-understanding in relation to the world of work. While the increasing complexities of modern living suggest the desirability of the school strengthening its holding power upon early dropouts, the school should recognize that in spite of all its efforts, some students will drop out. For these students, the school must devise strategies for compressing experiences normally offered students over a period of several years into a one or two year period. Thus the experiences provided the terminal student at this level must include the acquisition of the basic habits of industry and the assistance needed to enter and adjust to some type of work. For the college bound the intent of the program at this level is to prepare the student to make future educational and occupational decisions rather than to force him to commit himself to a specific educational or vocational choice. For the student who will terminate his formal education with high school graduation the program should provide opportunities to explore a wide variety of occupational areas and levels. In other words, the program enables the student to narrow down his *next step*. Well planned experiences for such youth can contribute significantly to the student's career development in the following ways.

Evaluating self-characteristics — Experiences provided students would include those designed to assist them in evaluating their interests, abilities, values, and needs as they relate to occupational roles.

Exploring Broad Occupational Areas — Students would be assisted in seeing the broad array of occupations available and the potential satisfaction of different work roles.

Appreciating the Economic and Social Values of Work — Students would be assisted in recognizing the economic and social values that different forms of work have in our society.

Appreciating the Psychological and Sociological Meaning of Work — Students would be instructed in the personal and social significance of work. They would see work as a way of adding meaning to the lives of most persons and as a way of gaining many social rewards.

Recognizing Appropriate Educational Avenues — Students would be helped to see the relationship between educational avenues and career opportunities.

Practicing Decision Making Skills — Students would learn the best ways to make decisions. Opportunities for decision making with group discussion should be provided. Students would learn how to locate available resources.

As mentioned earlier, the vocational program emphasis at this level should be orientational and exploratory in nature. Action oriented activities (career games and work simulation activities) begun in the elementary grades should continue, with particular emphasis to be placed upon exploratory work experiences. A greater use must be made in both phases of simulated or direct work experiences as a means of assisting students to explore work roles. Traditional, vicarious approaches via printed material, audio-visual aids, etc. are of themselves inadequate. Students should be provided an opportunity to experience work in a number of occupational areas. In this way students will gain first-hand knowledge of the world of work; they will experience the smells, sounds, and sights of the working environment as well as the pride that comes from a finished product. How much better this learning experience is than the stilted, often boring, often outdated information offered in many textbooks. From this base of experience it will be much easier for students to predict their own suitability for similar types of jobs.

Career development activities at this level may be divided into two phases. Phase I offers the student an opportunity to further orient himself with several broad occupational areas, and Phase II offers the student an opportunity to explore a specific occupational area in greater depth.

An example of a Phase I program is the Program of Education and Career Exploration (P.E.C.E.) for seventh, eighth, and ninth grades. This program was initiated in twenty Georgian schools in the fall of 1969. Program content is organized around work roles. Using Roe's[11] occupational classification system, occupations are divided into six categories of interest which are to some extent arranged in a continuum from an orientation toward working with people to an orientation toward working with things. The six major occupational interest groupings are service, business, organizational, expression of ideas, outdoors, and technology. Students are systematically exposed to real or simulated work experiences within these occupational areas. After experiencing a work role, the student shares his

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[11]Roe, Anne, *The Psychology of Occupations,* John Wiley and Sons, Inc., New York: August, 1965.

observations with other students in small guidance groups where attention is focused on questions like these. How did I feel about myself while involved in the work role? What are other jobs in our society that might provide similar satisfaction? What are the different decisions one would have to make in order to enter a particular job? What value does the work role under question have economically as well as socially to society? What educational avenues could prepare one for a particular job? This process is repeated each time the student experiences a work role.

These work experiences are supplemented by career development films and guidance units conducted by work coordinators who were given special university preparation during a summer quarter. Their training experiences consisted of group dynamics and experiences simulating those in which students participate during the school year.

Many exploratory work experiences can be provided through a prevocational curriculum. A typical manufacturing company can be organized within a class setting with students performing the various functions involved in selecting, designing, planning, tooling, producing, and marketing a product. Pucel and Klaurens[12] have suggested a number of prevocational activities geared to promote career development.

> When a student learns an operation, he is given the opportunity to instruct other students and thereby to test and improve his ability to give instructions. This technique also gives the student recognition and a sense of achievement while stimulating his interest in the further development of skills.
>
> Students are shown how newly learned operations contribute to the well being of society. Students value their own work and that of others when they perceive its social contribution.
>
> When a student shows interest or skill in a particular operation performed in class, he is encouraged to become familiar with the occupations in which the operation is performed. This may be accomplished by having him study job descriptions to identify related occupations or by letting him interview local industrial firms to find out what job opportunities are available for a worker with this skill and interest.
>
> Prevocational classes may be organized as work groups with students rotating in the role of foreman. A board of directors might determine what policies and procedures would be established to run the shop efficiently. Students might also develop a procedure for evaluating performance and thereby gain an appreciation for the standards which industry requires.

[12]Pucel, D. J. and Klaurens, M. The guidance objective in industrial arts. *American Vocational Journal*, 1968, *43*, 17-18.

Students in prevocational classes are encouraged to explore surrounding industries. Craftsmen and other workers might be invited to discuss their job before the class or specific members of the class might visit selected industries and report to the class.

Exploratory experiences, whether simulated or direct, should be systematically and sequentially arranged to expose the student to different levels and areas of occupations. To provide these activities to students, education and industry will need to come together in creative exchanges of personnel and ideas.

If exploratory work experiences are not available to all junior high students, one of the alternatives is the purposeful joining of educational technology to career deveolpment efforts. This technology has powerful potential for simulating career development and for teaching decision-making skills. Furthermore, the ability of computer based information retrieval systems to store, process, and retrieve thousands of bits of information and to make them immediately available to inquiring students promises to significantly revise the role of the guidance worker in dispensing information. Some of the more promising technological aids to career development are the following:

The work of Loughary, Friesen, and Hurst[13] in developing Autocon, a computer-based automatic counseling simulation system;

The development of a Man-Machine Counseling System (Cogswell et al[14]) which among other things will track students through their school progress by computer to identify counseling problems and will automate interviews to help students in the areas of course programming, post high school educational planning, and vocational exploration;

The computerization of vocational information using Roe's field and level classification and relating student information to this classification for the purpose of conversation between computers and students about decision making;[15]

Life career games in which students plan the life of a fictitious student within simulated environments and receive feedback on the possible consequences of their decisions;[16]

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[13]Loughary, John W.; Friesen, D.; and Hurst, R. "Autocon: A computer-Based Automatic Simulation System: *Personnel and Guidance Journal,* September 1966, Vol. 45, No. 1, 6-15.

[14]Cogswell, J. R.; Donahue, C. P.; Estavon, D. P.; and Rosenquist, B. A. "The Design of Man-Machine Counseling System," Paper Presented at the American Psychological Association Convention, New York. September, 1966.

[15]Harris, JoAnn, "The Computerization of Vocational Information," *Vocational Guidance Quarterly* September 1968, Vol. 17, No. 1, 12-20.

[16]Boocock, Sarane S. "The Life Career Game," *Personnel and Guidance Journal,* December 1967, Vol. 46, No. 4, 328-334.

The work of Gellatt and his associates in the Palo Alto public schools in which locally developed probability data as well as general probability data available from government and commercial sources were used in the group guidance program. A study of the effects of students having such locally developed data indicated that such students demonstrated significantly higher levels of decision-making skills than did controls.[17]

A merger of the concrete simulated or direct work experiences provided in vocational and practical arts education with the process techniques of counseling offers an excellent strategy for improving the student's self-understanding. It cannot be assumed that students will personalize such experiences automatically and thereby better understand themselves in terms of the world of work. Guidance and vocational education must be merged if the student is to realize the full value of such experiences. A team approach involving the counselor and other teachers, particularly the industrial arts teacher and the work experience coordinator, offers great potential for enhancing the career development of students.

The program should provide opportunities for students engaging in exploratory work experiences to meet together in small guidance groups to relate their learning experiencs to their personalities. Each time the student experiences a work role, he should be encouraged to share with other students his observations of job performances and job conditions, how he felt about himself while performing or observing the work, what personal needs he feels would be met or thwarted by such work, what aptitude he feels he might have for such work, and how he thinks one goes about preparing for such work. This approach reflected in the P.E.C.E. program should result in a spiral of ever increasing understanding of work and of the self-in-relationship-to-work. Through such sessions results of work experiences will be shared with others. Another group means of encouraging career exploration is through the use of occupationally oriented extracurricular interest clubs.

In addition to the programs that have been suggested, other more specialized programs will have to be established for the disadvantaged student. The Forsyth Program which is currently being conducted in twelve of Georgia's schools represents an attempt to reconstruct the total educational environment to render it meaningful to socio-economically disadvantaged students. Many of these youth appear unready to benefit from the abstract nature of much of the school's curriculum. Moreover, many disadvantaged youth lack adequate worker models from which to

[17]Yabroff, W. W. *An Experiment in Teaching Decision-Making*. Research Brief, California State Department of Education, 1964, 9, 1-6, Sacramento: The Department, 1964.

develop worker identification. In the Forsyth Program, the basic academic subjects (math, science, and communication skills) are centered around the concrete elements of a vocational program such as trade and industry, home economics, or agriculture. Students are placed in work stations either within or outside of the school. These experiences are explored further in small group guidance sessions conducted by the work experience coordinator. The coordinator places and supervises students in their work stations and coordinates the activities of those teachers assigned to work with students enrolled in the project. The major focus of the program has been placed upon grades eight and nine.

The Champaign, Illinois, Public Schools have effected a working relationship between special education, vocational education, and vocational rehabilitation in order to provide a prevocational curriculum designed to offer the educational, vocational, and psychological support which handicapped youth need to make a satisfactory transition from school to work. The outcome is a developmental program offering in-school work experience, part-time work experience in the community, and full-time employment. In sheltered, special classrooms handicapped students are instructed by teachers trained to work with handicapped youth. Youngsters are helped to understand themselves and their social responsibilities. As a youngster demonstrates satisfactory social adjustment, he is placed on part-time work assignments within the school. Later he is released from school for half-day job assignments in the community. His adjustment on the job is assisted by the efforts of employers, program supervisors, state rehabilitation counselors, school social workers, and special teachers. He is helped in finding regular employment when he leaves school and is further aided in adjusting to full-time employment by follow-up visits.

In-school work assignments include cafeteria helper, one hour a day; vending machine maintenance, one hour a week; and custodian helper, one hour a day. Part-time jobs within the community include tray girl (hospital), two hours a day; housekeeper (private home), one-half day; ditto machine operator (university), two hours a day; bus boy (hospital), one-half day; maintenance (private home), one-half day; sacker (grocery store), two hours a day; newspaper route, two hours a day; and usher (movie), three hours a day.

In addition to his work with individual pupils, the coordinator meets with groups of handicapped children in weekly group guidance sessions. These conferences help the children to gain a better understanding of employers' expectations. Information is imparted through group discussions, role playing, and the use of audio-visual equipment.

Lockwood, Smith, and Trezise[18] suggested a curricular model for the junior high school years which treats the world of occupations along with three other "worlds" with equal concern. Students are introduced to the Natural World, the Technological World, an Aesthetic World, and the Human World. In the Natural World students study what nature has to offer men both materially and spiritually and how men treat and mistreat the natural world. In the Technological World students study the effects of machines, mass production, automation, cybernetics, and computers upon jobs of the future and upon the quality of future life. In the Aesthetic World students study the role of the arts in modern society, the place of the artist, contemporary trends of art, the "culture boom," and the place of the arts in a mature culture. In the Human World students study over-population, poverty, war and peace, social injustices, and the individual in mass society. Students study career areas related to each world and to the interrelationships among them.

Senior High School

Career development programs at this level should be exploratory and preparatory in nature. They should assist the student in converting his vocational preference into reality. The specific objectives should include helping the student to:

(1) develop plans for implementing his vocational preference, whether it be entering work after high school or continuing on for further education or training;

(2) execute these plans by appropriate course work and job experience; and

(3) obtain an entry level job or entrance into further education or training.

The curriculum should be designed to prepare youth to implement their vocational preference. One approach to curriculum designing is the cluster concept. This concept is an attempt to factor out the common elements of diverse occupations and to teach these common elements so as to more widely prepare students for work. The University of Maryland, College Park, is currently researching the usefulness of this curricular approach. The major objectives of this cluster program are to provide the student with greater flexibility in occupational choice and to prepare him for occupational mobility. Students are prepared to enter a family of

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[18]Lockwood, Ozelma; Smith, David B.; and Trezise, Robert, "Four Worlds: An Approach to Vocational Guidance," *Personnel and Guidance Journal,* March 1968, Vol. 46, No. 7, 641-643.

occupations. While there is sacrifice in depth compared to specific job preparation, the program prepares the student to choose from a wider number of occupations and to move to other occupations within the family once a particular occupation becomes obsolete or unavailable. In a changing occupational market, the cluster concept has strong appeal.

Another approach to curriculum designing is the Richmond Plan which calls for an interdisciplinary program directed toward occupational specialties. While the program was originated by the Richmond, California, High School District and Cogswell College, San Francisco, to prepare engineering technicians, the program has been adopted by approximately forty schools in the San Francisco Bay area for the preparation of students in twelve different occupational areas. Contributing disciplines are selected for their relevancy to the preparation required for the occupation in question, and teachers of these disciplines are given time together to plan the curriculum units. A major objective of the program is to prepare and motivate students for continued education toward a career. The program establishes salable skills for each level of education. Each level is articulated carefully with the next, and the programs are designed to be non-blocking.

A program very similar to the Richmond Plan is Project FEAST (Food, Education, and Service Training) which draws upon home economics, science, English, and mathematics as the discipline elements. It was developed cooperatively by the Hotel and Restaurant Foundation of San Francisco City College, Pacific High School, San Leandro, California; and Oakland Technical High School, Oakland, California.

With the implementation of vocational programs at different levels of education, it is essential that consideration be given to the articulation of vocational education efforts between disciplines. The Partnership Vocational Education Project at Central Michigan University is such an attempt. The high school program begins with a relatively broad approach to the study of American industry, with opportunities for exploring vocational opportunities and the required preparation needed for various occupations. The high school program in vocational education accomodates three levels of students. Graduates from the first group — those who are presumed to have the ability and interest necessary for college — are seen as recruits for vocational teaching and for careers in the areas of technology and applied sciences. Intermediate level students are those who may enter the labor force upon graduation or enter the community college for post-high school technical training. Students enrolled in the third level are presumed to be incapable of succeeding in college and likely to enter the labor force on graduation. None of the students are locked into

a level; all may shift to another program which promises to better meet their interests and needs with a minimum loss in time.

The community college program is designed to give the student proficiency in his selected field. The vocational preparation for a given student is augmented with other subjects which are also correlated through interdisciplinary planning. Students completing the two year community college program may elect to go into the work force or transfer to the university. The program at the university level continues the interdisciplinary team planning approach.

These strategies for developing curriculums around career development themes at the senior high level are incomplete at best. Perhaps, however, they may trigger ideas within the reader which may culminate in creative, exemplary programs and projects calculated to highlight the importance of career development throughout the school's curriculum.

The guidance program as well as the curriculum should receive special attention. Guidance programs for noncollege-bound youth should be as well developed as programs for college-bound youth. Current school guidance programs are typically geared to college-bound youth. The neglected majority also need special assistance in planning for work or for post-high school training. Students are reminded constantly of the necessity to master certain curricular experiences in order to get into college. The same association should be built between school and work. Counselors usually have in-depth knowledge about those colleges which their students are most likely to attend, and they spend many hours assisting students to identify the pros and cons of attending different colleges. The counselors should have similar knowledge of businesses and industries which their students are likely to enter, and they should assist students in examining such information in relationship to their abilities and interests.

Volumes of college materials are available to provide information regarding entrance requirements, curricular options, student life, and financial costs. Likewise, profiles of major businesses and industries within a given region should be developed to provide the student with detailed information about entrance requirements, salaries, and procedures for obtaining employment with these concerns.

College-bound students are assisted in making every decision involved in entering college — completing the application form, taking the College Boards and being interviewed by the college admission officer. The student who plans to begin work should be provided with similar assistance. The job placement service should be given as much attention as is given to college placement. A well functioning job placement service would greatly

improve the terminal student's image of the school. Imagine the effect of having twenty-five or more employers enter a school to interview students for jobs. Students would likely come to believe that the school was the best place to be in order to get a good job, and teachers would likely appreciate more keenly the needs of the noncollege-bound student. Furthermore, administrators would likely spot the inappropriateness of much of the school's program for vocational students.

The job placement service can best be administered by a central office since it is virtually impossible for a single school to employ sufficient staff to maintain current, accurate information regarding occupational opportunities. The central office should gather and disseminate information about job openings, solicit the interest of local business and industries in qualified students, perform job clearance, conduct follow-up and evaluation studies, and provide in-service training for staff development.[19]

Vocational programs at both the secondary and post-secondary levels should develop admission procedures to assist high school counselors to more effectively advise vocational students. College-bound high school students have available to them much more predictive information in regard to their chances of success in college than do their counterparts who plan to enroll in technical programs. The Educational Testing Service and the College Entrance Examination Board are developing and validating a test battery that can be used to predict student success in the different offerings of the vocational-technical schools. This battery could be administered in high schools as the college entrance examinations are currently administered. While some students prepared to take the College Boards, others would prepare to take the test for the vocational-technical school.

Recommendations

In order to develop exemplary programs or projects designed to broaden or improve vocational education curriculums, the following recommendations are offered.

1. Vocational education should be structured as a developmental and sequential process from elementary through post-secondary and adult vocational programs.
2. The curriculum should be so structured that students can more freely move between academic and vocational education without penalty. Criteria for movement should include the student's needs, readiness, interests, and motivation. This practice would prevent the rigid

[19]Georgia has a statewide job placement system for post-secondary vocational-technical schools, and Cleveland, Ohio, has a citywide job placement program.

separation of students into college and noncollege bound tracks and makes vocational experiences available to all students.

3. Vocational education should be viewed as the responsibility of the total school.
4. In addition to its emphasis on job skills, vocational education should emphasize other elements of employability essential to job entry and career mobility.
5. Vocational experiences should be incorporated in the teaching of basic academic skills.
6. Each student at the point of separation from school should be provided with a salable skill as well as basic educational preparation.

In order to design exemplary programs and projects to familiarize elementary and secondary school students with a broad range of occupations and to prepare them for a career in these occupations, the following recommendations are offered.

1. Career development efforts should begin at the elementary school level. Significantly more attention must be concentrated at the elementary school level upon attitude development, self-awareness, and decision making.
2. Career development opportunities must be sufficiently varied so as to be suited to the interests and abilities of all students. Experiences that involve a wide range of students provide an opportunity for students to learn from one another.
3. Career exploration programs should not be seen as a mining operation strictly concerned with the selection of certain talents for the purpose of meeting particular manpower needs, but rather as a farming approach in which *all* individuals are provided with opportunities to grow and develop.
4. Career information should be expressed in terms of the questions which students are asking themselves and in a format which corresponds to the language system, readiness level, and stage of development of the students to which it is directed. Career information should include not only objective factors but also the social and psychological factors associated with a particular work setting.
5. Career development experiences should be sequentially organized from the elementary grades through high school.

6. Educational technology should be employed to simulate certain career development experiences otherwise difficult to provide; e.g., the use of life career games in which students plan the life of a fictitious student and receive feedback on the possible consequence of decisions made and computer based information retrieval systems.

In order to develop exemplary programs or projects for intensive occupational guidance or counseling during the last years of school and for special job placement, the following recommendations are offered.

1. Schools should assume responsibility for all pupils until they successfully make the transition from school to work, regardless of the point at which they chose to leave school. Consequestly, job placement should be given as much attention as is currently given to college placement.
2. The success of school programs should be measured by the extent to which they prepare students for their next step.
3. Counselors should utilize simulated or direct work experience in assisting students to gain greater self-understanding. To accomplish this, a simulated or direct work experience should be coupled with the process techniques of counseling.
4. Counselors should develop strategies for maximizing the use of school and community resources in promoting the career development of students.
5. Counselors should know as much about job opportunities as they do about colleges in order to serve the needs of noncollege-bound youth.
6. Profiles of major industries and businesses should be developed for terminal students in the same way that college catalogs are now available to the college-bound youth.
7. Vocational guidance must not be separated from the overall guidance function: all counselors should become proficient in the vocational aspects of guidance.

In order to develop exemplary programs or projects which will provide work experiences for students during the school year or during the summer, the following recommendations are offered.

1. Schools should more fully cooperate with business and industry in the development of basic habits of industry on the part of students.
2. Schools should be operated on a full-year basis in order to take advantage of the resulting flexibility in designing work experience programs that best fit the needs of all students.

3. Schools should accept the responsibility for placing and supervising youth in part-time summer jobs for which they receive credit.
4. Schools should allow students to work full-time for a period of weeks and alternate the work schedule with an equal number of weeks in full-time school attendance.

CHAPTER III

Strategies for Administering Exemplary Programs

Vocational educators must give careful consideration to the planning, administering, and implementing of exemplary programs to insure their maximum effectiveness. Excellent ideas may prove seriously disappointing in the absence of sound planning, astute administration, or skillful implementation.

Perhaps the most necessary factor in the success of exemplary programs is the commitment of key state leadership personnel to the immediate and long range intent of the legislation. Unless such personnel are convinced of the importance of the intent of the Section — the creating of new bridges between school and work, and between vocational and academic aspects of education — the likelihood of exemplary programs or projects having a significant impact upon the total school operation is remote.

Vocational education has developed its own bureaucracy, and one of the dominant characteristics of any bureaucratic structure is its nearly fanatical resistance to change. Change requires energy; it plays havoc with routine administration. Consequently, the most important, single factor determining the effectiveness of exemplary programs will likely be the degree of enthusiasm which key administrators have for these programs. This suggests that extreme care be exercised in recruiting enthusiastic, competent leadership for these programs and projects.

Responsibility for Programs

Responsibility for exemplary programs and projects should be assigned to some one individual. That which is everyone's responsibility frequently turns out to be no one's. The person responsible for the programs should be prepared by work experience and educational background to see the broad picture, to be able to relate these programs to the general aspects of education. Professional staff at the state level with responsibility for these programs should have at least the following minimum qualifications.

Masters degree or equivalent (preferably the doctorate) in occupational education or a related field

Minimum of two years experience as a teacher, supervisor, or administrator

Experience as a director or co-director of a research or related project.

Furthermore, such individuals should have demonstrated the ability to conceive new ideas and the fortitude and patience to make them operational. Those who have shown little interest in change in the past, are unlikely to view change any more favorably when they assume new titles. They should not only be comfortable with change, but must be secure enough to tolerate the irritation of peers made uncomfortable by change.

Individuals responsible for exemplary programs should be located within a position in the organizational chart where they can have immediate input to and feedback from the decision-making level. The preferred option for locating responsibility for these programs is to lodge it with the research coordinating unit, if this unit is located under the immediate direction of the state division of vocational education. These units frequently have responsibility for basic and applied research; developmental, experimental, pilot, and demonstration projects; and exemplary and innovative programs as well as research utilization and dissemination. Consequently, it would appear logical to lodge the responsibility for exemplary programs with this unit.

It might be advisable to recruit new or relatively new personnel to work in such programs. These persons will be striving for status, and they may see in these programs the opportunity to move up through the ranks more quickly than through the tradtional programs of vocational education. Moreover, they have less of a commitment to the "tried and true" and will perhaps be more enthusiastic in attempting to develop new programs.

State Leadership

State leadership should demonstrate an aggressive stance in administering the Section. It should give direction to the designing of pilot exemplary programs and should follow up to see that necessary resources, both financial and consultative, are available. Fifty percent of appropriated funds for this section may be administered by state boards for model vocational programs. The decision to share responsibility for the administration of funds with states will prove to be a wise one only if states take their responsibilities seriously. The state has four basic functions to perform.

A priority determination function is the assigning of priorities to problems identified by intensive study. An exemplary program advisory council should be established to aid in identifying problems confronting vocational education and in assigning priorities.

A consultative function is the provision of consultation service to assist personnel from local school units, colleges and universities, nonprofit private agencies, and other organizations eligible to participate

in the program in developing adequate proposals and in developing adequate plans for the evaluation of the programs. The producer of ideas may not be an effective packager of ideas. State personnel should help the local educator to clearly communicate (package) his ideas.

A management function is the establishment of criteria for the evaluation of proposals, the selection of promising proposals, the provision of funding for implementation, and the monitoring of programs in operation.

A coordination and dissemination function is the coordinating of various exemplary programs within the state in such a way as to maximize their combined impact and the dissemination of program results.

There are several advantages in having the state take a leadership role in formulating model program designs and in establishing equitable procedures for approving projects. Among these are the likelihood that:

local systems with the greatest need and with the greatest potential of making the program operational will be selected.

the probability that successful exemplary programs will be made a part of the on-going vocational education program after the initial three-year funding period.

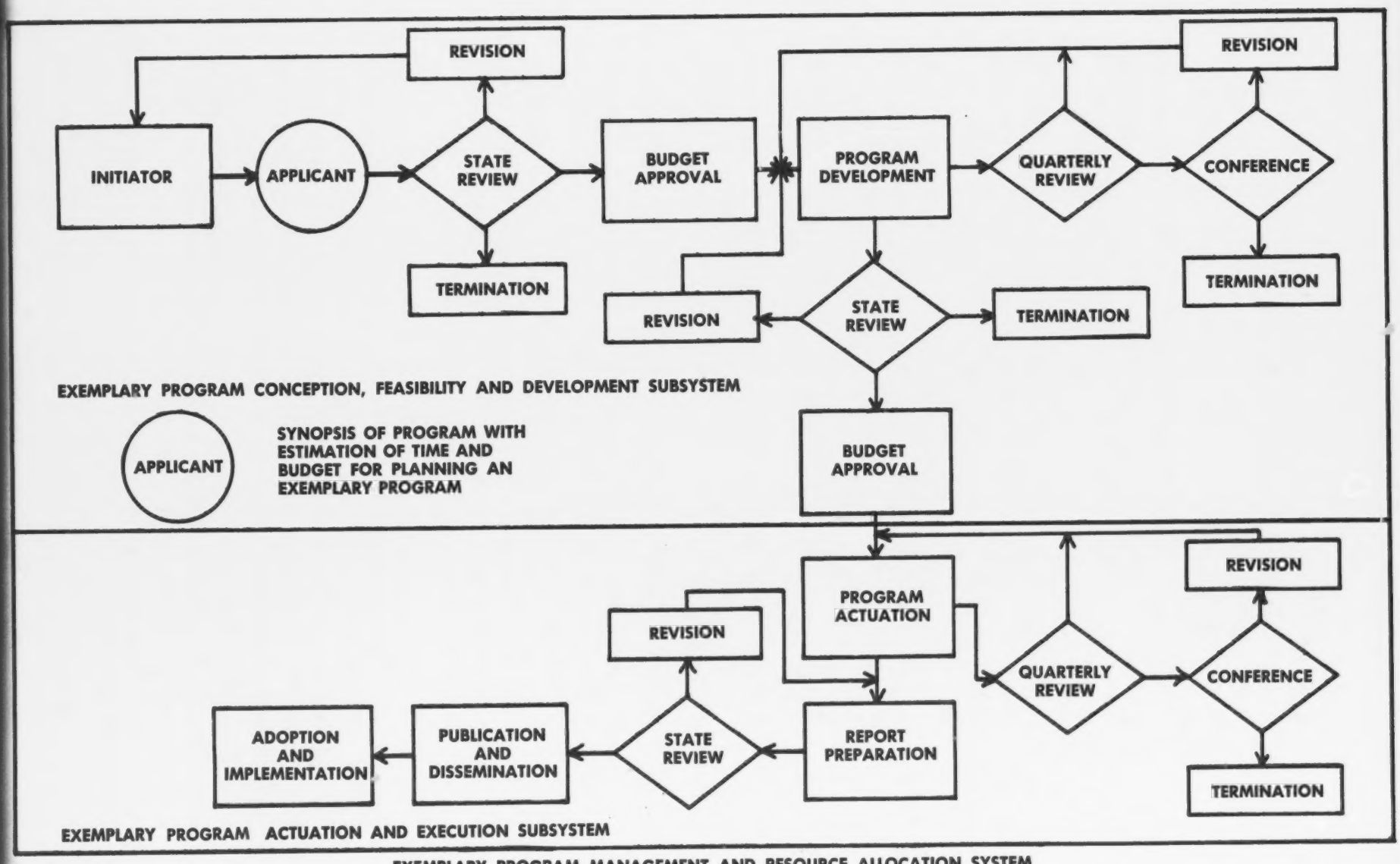
the state can share its educational planning personnel with local systems.

the state can identify common projects and arrange for appropriate staff development, materials development, and follow-up supervision in order to increase the chances of program success.

this approach enables resources for exemplary programs to be concentrated, rather than widely dispersed, in order that a few major concepts can be fully developed into workable program designs.

The state should exercise great care in establishing procedures for awarding exemplary grants to local systems. It should attempt to avoid pitting school system against school system in the competition for funds. The state should take the initiative in involving local school personnel in the formulation of model program designs for priority areas and in the establishment of equitable procedures for funding proposals.

The system shown schematically in Figure 1 represents one set of formal procedures which aggressive state leadership may use in administering programs. This system is divided into two subsystems: the conception, feasibility, and development subsystem; and the actuation and execution subsystem.



EXEMPLARY PROGRAM MANAGEMENT AND RESOURCE ALLOCATION SYSTEM

FIGURE 1

The conception, feasibility, and development subsystem provides for the receiving of applications for planning grants, the evaluation and disposition of these applications, the approval and funding of planning grants, the monitoring of progress of the grants, the receiving of proposals for exemplary programs, the evaluation and disposition of these proposals, and the funding of exemplary programs.

This subsystem is divided into two phases. Phase I involves receiving and disposing of applications for planning grants.

The application will be submitted to the state office in charge of exemplary programs. After initial screening for completenesss, the application will be referred to an ad hoc review panel of three or more members for evaluation and recommendations.

Phase II of the subsystem pertains to the preparation of the proposal for the exemplary program. It provides for the monitoring of the planning grant to insure that satisfactory progress is being made toward the development of an exemplary program and requires quarterly progress reports. Where more than one system is interested in a similar project, the state staff could provide special assistance in developing one proposal that would include the two or more systems concerned. The management procedures include an option for terminating the planning grant where there is lack of evidence that a system is not making satisfactory progress. The end product of the planning grant is a proposal for an exemplary program.

The completed proposals would be submitted to the office in charge of exemplary programs. Proposals would be screened initially by the members of the professional staff of the office for completeness. If the proposal is complete, it will be referred to the review panel for evaluation and recommendations.

The exemplary program actuation and execution subsystem provides for the management of exemplary programs from the awarding of the grant, through the publication of the final report, to the adoption and implementation of the new model developed according to the provisions of the proposal. Once the program is actuated, quarterly progress reports will be required in accordance with the conditions of the grant. These quarterly reports will be reviewed by the office in charge of exemplary programs, and acceptance of the report constitutes evidence of satisfactory progress. In the event that evidence of satisfactory progress is not presented, then provisions are made for a systematic review of the status of the program, through a conference between the state exemplary program manager, the program director, and an official representing the applicant

organization. The subsystem also provides an option for termination, which is identical to that described in the preceding subsection of this paper.

A final report will be required upon completion of the program. The final report is divided into three parts. The first part is a substantive report of the conduct of the program. The subsystem provides that a preliminary draft of this report be submitted to the state office in charge of exemplary programs for staff review. Suggestions for revisions will then be transmitted to the program director for inclusion in the final report.

Once the program has been completed, the plan for disseminating the results specified in the proposal will be instituted. The second part of the final report constitutes a report on the dissemination of the results, including activities conducted while the program was in progress to demonstrate the viability and potentiality of the exemplary program.

Applicant organizations submitting proposals for exemplary programs are obligated to demonstrate the feasibility and practicality of the exemplary program undertaken, and where appropriate to make plans for incorporating the model developed during the program into the operational structure of the organization. The third part of the final report, therefore, consists of a detailed statement of how the model is to be incorporated into the program of the applicant organization.

The submission of the three parts of the final report to the state office in charge of exemplary programs and the acceptance of these reports constitutes evidence that the conditions of the grant have been fulfilled and the obligations of the program director and the applicant organization have been satisfied.

The Recipients of the Programs

The nature of the student population for whom programs are being planned should be given careful attention. Programs should be accomodated to the customs of the intended recipients—at least initially and until other values and attitudes can be generated. Programs directed toward the "hard-to-reach" and the "hard-to-teach' should consider the characteristics of this student population. Programs should be student centered rather than program centered. Exemplary programs should make a special effort to reach and impact "influentials" among recipients. Once these youth are sold on the program, other youth will more readily cooperate with the goals of the program. Futhermore, exemplary programs should employ contact personnel who have credibility with the intended recipients. Using school-based personnel to contact youth who have been "turned off" by their previous school exepriences may be a tactical error. Recently em-

ployed and preservice vocational students may have more rapport with the "hard-to-reach" and "hard-to-teach" than might vocational educators, professional counselors, personnel men representing industry, or the individual who has "made it big" in the world of work.

Protecting the Status of Fellow Workers

No program or project has much of a chance of succeeding if it threatens the status of personnel within the schools. When this happens, there is foot dragging among critical personnel—personnel who must support the programs if they are to be properly implemented. Clearly then, *exemplary programs and projects must not threaten the established status of personnel who will administer them.*

In order to allay the apprehensions of "significant others" procedures should be developed which provide for the involvement of interdisciplinary teams from teacher education, state departments of education, local schools, and the broader community in the construction of state policies and procedures for these programs. One way of gaining this involvement is the formation of an exemplary programs advisory council mentioned earlier. This council could assist in affixing program priorities, in devising procedures for selecting proposals, and in setting up management functions. Membership for the council could be drawn from the state advisory council on vocational education, representatives from local systems, teacher education staffs, counselor education staffs, and members of the business and industrial concerns. The state director of vocational education or his designee and the director of the research coordinating unit should also be included on the council.

Communicating Program Goals

Acceptance of exemplary programs and projects will depend upon the extent to which program goals are clearly communicated to those for whom they were designed and to those who will administer them. People tend to fear incomplete information about changes which influence them. Consequently, resistance can be expected if the nature of the change is unclear to those who are to be influenced by the change.[20] The 1968 Amendments can be interpreted by state personnel in a manner which so constrains application that impact will hardly go beyond "salting" existing programs, or they may be interpreted so broadly that whatever programs and projects are funded will defy administration and may fall prey to the opportunist

[20]Zander, Alvin, "Resistance to Change—Its Analysis and Prevention," in Warren Bennis, Kenneth Benne, and Robert Chin (ed.),The Planning of Change, New York: Holt, Rinehart and Winston, 1961, p. 544.

who, in the modern vernacular, wants to "do his thing" but without assuming responsibility for the success of the program. State leadership must set some parameters and require some formal plan for evaluating the consequences of the program or project. Some parameters and requirements should be communicated in clearly understood language to obviate the irritation and resistance that follow ambiguity. Moreover, proposals submitted to the state office administering exemplary funds should be written in concise, cogent and relatively simple language.

Recommendations

In planning to administer exemplary programs and projects, the following recommendations are offered.

1. In awarding exemplary programs or projects to local schools, the strategy should be one that involves local school personnel in the formulation of exemplary programs for critical areas and the establishment of equitable procedures for approving projects for local systems.
2. In order to prevent local school systems from spending endless hours in the preparation of proposals that will not be funded, it is suggested that two proposals be prepared: the first a proposal abstract to consist of not more than two pages and the second to be the preparation of a full blown proposal only after a positive reaction to the proposal abstract.
3. In order for small school systems (10,000 or fewer students) lacking support staff necessary for writing proposals to participate in exemplary programs and projects, it should be possible for projects to be conceived by either the state educational agency or local school system.
4. Guidelines for exemplary programs and projects should be student centered rather than program centered.
5. Responsibility for exemplary programs and projects should be assigned to someone who, by work experience and educational background, has the broad picture, who can integrate the various aspects of education in such a way as to make it more meaningful for certain students.
6. Responsibility for the administration of exemplary programs should include a priority determination function, consultative function, management function, and coordiation and dissemination functions.
7. Individuals responsible for the exemplary program should have immediate input and feedback from the decision making level within vocational education.

8. Procedures should be developed to maximize the involvement of interdisciplinary teams from teacher education departments, state departments of education, and local school and community in the evaluation of policies to govern, and procedures to implement the exemplary program or project.

9. Funds for exemplary programs and projects should not be divided among traditional vocational services but rather should be used to sponsor new types of vocational programs.

10. A study should be conducted to identify the problems confronting occupational education in order to establish priorities for exemplary programs.

11. An advisory council for exemplary programs should be established at the state level to assist in determining priorities for exemplary programs.

12. Resources for exemplary programs should be concentrated rather than widely dispersed in order that a few major concepts can be fully developed into workable program designs. This may take many approaches such as devising projects that would illustrate a developmental concept of vocational education in one or two schools.

13. Exemplary programs should be implemented at *all* levels with varying patterns so as to move toward truly developmental programs of vocational education.

14. In evaluating exemplary programs and projects, the primary criterion must be the identification of positive, long-term directional changes in the educational process.

15. Proposed projects should not threaten the status of the personnel who will administer them.

16. Proposed projects should be described in a straight-forward manner in order to enhance acceptance.

17. Proposed projects should be accommodated to the customs of the intended recipients.

18. Proposed projects should attempt to reach and impact "influentials" among the recipients.

19. Proposed projects should employ contact personnel who have credibility with the intended recipients.

20. Proposed projects should be presented as complementary, not supplementary, to the other elements of the educational program.

21. It should not be assumed that projects which demonstrate immediate gains will necessarily have the capability of delivering intermediate or long-term gains.

22. Projects should identify those vocational education activities which have already shown a measure of success.

23. Projects should be designed to concentrate on local changes.

24. Representatives from business, industry, and labor as well as students and parents should be involved in planning and conducting local exemplary programs and projects.

25. Definite plans should be made to transfer successful exemplary programs into the regular on-going stream of education.

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